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The Effect of Strikes on Superintendents

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The Effect of Strikes

on Superintendents

(TITLE)

BY

Marilyn J. Yokel

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The Effects of Strikes on
Superintendents

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Style: APA

Abstract

The purpose of this study was to investigate the perceptions of public school superintendents regarding teacher organizations, negotiations, personnel and influence, progression of events related to the strike, issues that contributed to the strike, and time spent working on strike-related activities during and after Illinois teacher strikes occurring during the 1986-87 school year. A review of the literature revealed much relevant advisory information, but this literature was limited to one aspect or another of a strike situation, for example negotiations or unions. The Superintendent Questionnaire was sent to school districts where teachers struck during the 1986-87 school year. Descriptive statistics, in the form of frequencies and percentages, were used to analyze responses to the questionnaire. Responses were analyzed both by type of district and collectively. The results and conclusions of this study gave rise to recommendations to superintendents and school boards to minimize negative effects of future strikes on the district. Superintendents in twelve of the thirteen districts in which strikes occurred responded to the questionnaire. Their responses affirm the value of pre-strike planning and underscore the importance of limiting the superintendent's public participation in negotiations.

The Effects of Strikes on Superintendents

Chapter 1

Overview of the Project

Introduction of Project Goal

Strikes by public school employees are not new in Illinois. The Illinois Educational Labor Relations Act (IELRA) of 1984, however, legalized such job action. Thus, strikes are a very real problem confronting Illinois superintendents and school boards today. Few school districts anticipate strikes and plan accordingly. Many administrators and board members think "It can't happen here" until a strike begins.

Districts should be prepared for a strike if there is even the remotest chance of one. It is the intent of this study to provide information about teacher strikes in Illinois during the 1986-87 school year. This information should help superintendents and boards of education become more aware of what has happened in other school districts during strikes so they can better prepare to handle strikes in their own districts.

Background and Significance of Study

Many teacher strikes could be prevented if superintendent and school board were aware of the discordant relations between union and administration before a strike. Moreover, if a district strike plan is in place before any threat of a job action occurs, many strike-related problems can be avoided or minimized.

This study analyzes the perceptions of district superintendents before, during, and after 13 teacher strikes that occurred in Illinois during the 1986-87 school year. Superintendents of districts where these strikes occurred were sent a questionnaire of original design to solicit information regarding those perceptions. Using descriptive statistics in the form of percentages and frequencies, this study provides factual information related to these strikes.

The study deals with superintendents of public schools: unit districts, high school districts, and elementary districts. Districts are categorized into rural (0-20,000 total population), small town (20,000-40,000) or urban (40,000 or more).

The validity of the data is limited to the ability and willingness of the superintendents to respond as accurately as possible. There are many other viewpoints from which to

interpret teacher strikes. This study, however, is limited to the superintendent's perspective.

The findings of the study give superintendents and school boards insight into various situations prior to and during contract negotiations where planning may help to avert a strike. Working relationships are analyzed categorically. In addition, the role of the superintendent during a teacher strike is reflected in the findings of the study.

Teacher strikes can affect the quality of education. Superintendents and boards must consider how best to deal with strikes when they occur. The retrospective perceptions of superintendents in Illinois who have dealt with teacher strikes which may be useful to others preparing strike action plans.

Specific Project Objectives

The specific objectives of this study include the following:

1. To gather factual data regarding strikes.
2. To determine superintendents' perceptions of the impact of 1986-87 strikes with regard to:

- a. The superintendent's work load.
- b. The superintendent's role during the strike.
- c. The superintendent's role after the strike.
- d. The superintendent's personal life.
- e. The superintendent's professional life.

3. Effective actions superintendents perceive they took when the strikes occurred.

4. Common mistakes superintendents perceive they made when the strikes occurred.

Definition of Terms

Questionnaire -- Superintendent Questionnaire Regarding Teacher Strikes of 1986-87 School Year.

IELRA -- The Illinois Educational Labor Relations Act became effective January 1, 1984. It establishes the right of educational employees to organize and bargain collectively, to define and resolve unfair labor practice disputes, and establishes the Illinois Educational Labor Relations Board to administer the Act.

N.R. -- Indicates no response to an item or question of the questionnaire.

Assumptions

It is assumed that the superintendents responding to the questionnaire responded as accurately as possible.

It is assumed that data collected from returned questionnaires are valid.

It is assumed that the IELRA significantly affected the number of teacher strikes that occurred in Illinois during the 1986-87 school year.

It is assumed that superintendents responding to the questionnaire were employed in their respective school districts during the time those districts experienced teacher strikes.

Delimitations

The findings of this study are limited to the 1986-87 school year.

The findings of this study are limited to public school districts within the State of Illinois. Parochial, private, community college, and four-year college or university districts are not included.

The population surveyed is limited to those Illinois public school districts that experienced teacher strikes during the 1986-87 school year; the scope of the study is limited to the viewpoints of the superintendents of those districts.

The validity of the study is limited to the ability and willingness of the respondents to respond truthfully and candidly.

Chapter II

Review of Related Literature and Research

Pre-strike Concerns

There are many symptoms of potential teacher strikes. They include the lack of long-term administrative influence in the school system and rapid turnover at the top of the school district management team as a danger signal. Also, "strong leadership in the teacher association which has remained essentially unchanged can afford a union a basis of stability and strength" (Carter, 1979, p. 20).

One must assess the labor relations atmosphere in the school system, to determine the immediate potential for a strike: How willing is the union leadership to carry out a strike? How unlikely are rank and file teachers to give full support to their leaders as a strike occurs? What do union leaders think about the board and superintendent (McNellis, 1987).

A vote of "no confidence" in the superintendent by the teacher union is likely to precede a strike. The purpose of such a move is to intimidate the superintendent, reduce his credibility with rank and file

teachers, and turn community sentiment against him or her. The superintendent, however, must not allow such a vote to affect his/her ability to act decisively. The board and the community need a strong superintendent, especially when the union is marshalling its forces for a strike (McNellis, 1987).

Another indication that a teacher strike is imminent is the content of the system's current master contract. If the contract contains language that allows the union to file grievances about school board policies, for example, stormy relations may be brewing. "This type of provision in the master contract makes school management difficult" (Carter, 1979, p. 19).

Hatch (1976) identifies ten telltale signs that a teacher strike is about to be staged:

1. Teachers boycott before school conferences, or they may mass in parking lots just before the meetings are scheduled to begin and again as they are scheduled to be dismissed. If the district usually provides coffee and rolls for these meetings, the teachers' union may serve its own in the parking lot or at another site.

2. Teachers enroll in "crisis management" courses. The idea is to brush up on new methods of disruption within the school system.

3. Attendance at faculty meetings falls off. If attendance at such meetings is mandatory, some or all members of the faculty sit in absolute silence, boycotting all participation.

4. "Enter-leave" demonstrations take place. A favorite is for all teachers to enter and leave each school building en masse each day.

5. Teachers "work-to-rule." Teachers who are about to strike can harm the school program by conducting a slowdown in which they perform no duties other than those to which they are contractually bound, such as teaching or coaching. They may refuse all other assignments, ignore directions of supervisors, and challenge the supervisor.

6. The troops are brought out for school board meetings. This can take two forms: (a) Teachers arrive in large numbers and sit in stony silence as the board meeting progresses, or (b) teachers arrive in large numbers, resort to catcalls, and generally attempt to disrupt the meeting.

7. "Honor picketing" is instituted. The unions sometimes call this "informational picketing." It means that teachers picket school buildings before and after classes, and may do the same at other school-related activities, such as school board and PTA meetings.

8. Student support is enlisted. This can take four forms: (a) Teachers use classrooms by "telling the facts" to students who then are expected to relay this information to their parents; (b) regular teachers may urge students to defy any substitute teachers who subsequently may be in charge during a strike, to initiate disruptive action while a substitute is in charge, and to harrass those who cross the picket lines; (c) regular teachers may tell students that no work assigned by a substitute teacher during a strike will be accepted for credit; (d) teachers may tell high school seniors that work lost during the expected strike will prevent their graduation, destroy their chances at college acceptance, and/or threaten their chances of obtaining scholarships and other financial aid.

9. Selective disruptions occur. A single school or department of a school is singled out, and all or most

teachers assigned to it participate in a mass "sick call," thereby shutting down the school or department.

10. Use of local media is exploited. You open your morning paper to find a full-page advertisement headlined an "open letter to parents," wherein a story of teacher dedication to children is told against a backdrop of unfair treatment by the board of education and the administrative staff (p. 25).

Shapiro and Nicaud (1980) contend that "strikes are the most baffling, disruptive phenomena used to buffet a school board" (p. 28). However, strikes are as a series of related sequential stages. The phases give school boards warning signs for which to watch. "If superintendents and school boards want to avoid a strike, a little genuine listening and interest will go light years toward avoiding serious misunderstandings" (pp. 28-29).

Much has been written about union activities related to teacher strikes. However, depending on the militancy or maturity of the striking teachers, virtually anything can happen during the early hours of a strike. Since extreme circumstances may distort decision-making abilities, that school should districts have a plan of action prepared prior to a strike.

Planning and Preparing for a Strike

There are two reasons for preparing a strike plan. One, high emotion distorts judgment. During the early hours of a strike, violent actions, can cause fear and confusion, both of which color judgment. "The lesson: have a plan that anticipates the likelihood of your judgment's being distorted by emotion that forces you to adhere to earlier decisions that were made when a calmer atmosphere prevailed; then follow that plan religiously even though the fear in your heart and gut may tell you to grab a machine gun" (Hatch, 1976, p. 24). Two, a carefully made plan will make many decisions during the strike automatic, providing time for the administration and the board to deal with unanticipated problems.

Numerous guides for strike plans are found in the literature. Also, the Illinois Association of School Boards (IASB) has prepared various documents to assist school boards, administrators, and legal counsel to better understand and prepare for possible work interruptions. One document, entitled Labor Dispute Checklist for School Districts, is comprehensive and assists school districts in preparing a strike

plan. This document is included in this study as Appendix A. Analysis of Options Available (see Appendix B) is another document prepared by the IASB. It details many options that school boards should consider in preparing to face a teacher strike. Additionally, the IASB has published Checklist: Operations of Your School . This document was prepared to assist superintendents and school boards in developing an operational plan that will allow communication quickly and accurately to students, staff, and community during a teacher strike (see appendix C).

Strike prevention and management depend upon preparation, communication, and bargaining skills. Pre-strike preparation is critically important to how management deals with a strike once one occurs. Preparation should include information collection, analysis, and determination of bargaining parameters. Management must have accurate cost figures on union demands in advance of the crisis. A plan for bargaining strategy must be made in advance and management must stick to it. The plan is developed in terms of total dollars available and once that plan is agreed upon, it should not be exceeded. The board should determine in advance which issues are above compromise and which are negotiable.

is that union leaders will announce a major victory. The degree of impact depends on the severity of the local situation and the creative capacities of the union leadership.

Each strike situation is unique. District size, severity of union demands, local economic conditions, anticipated strike duration, and bargaining history are only a few of the factors that have impact on deciding which way to go. The question can only be answered by the local board of education. For each alternative the requirements must be considered for local implications, the pros and cons weighed, the potential impact on children studied, and the school district and community analyzed. Only after a school board has completed these tasks can a workable strategy be developed.

Substitutes and picket lines. If a school district is to remain open during a strike, it must address many potential problems. The following is a list of concerns regarding the use of substitute teachers during a strike (Twadell, 1982, p. 2):

1. How many qualified or certified substitutes will be needed to work during the strike?

In preparing a strike plan, the questions and answers leading to pre-strike decisions will vary from district to district, depending on the negotiation environment and economic, geographic, financial, and political contingencies affecting the district. The following topics address primary considerations found in all school districts that should be dealt with in an effective plan.

Should schools remain open during a strike? Proponents of closing schools argue that there is a potential for violence and verbal abuse. Opponents view school closings as a sign of management weakness and say they concede a major early victory to labor. "Both positions can be effectively supported; there is no clear-cut, sure-fire answer" (Celuch, 982, p.2).

The commitment to provide an uninterrupted educational program for the students during a teacher strike will require board members and superintendent to face terrific pressures. Closing the schools may well be the more prudent option.

The major advantage to closing the schools is that students will not then be directly involved in the conflict of the strike. A disadvantage of this option

2. Will the substitutes that cross the picket lines be able to tolerate the verbal and possible physical abuse?

3. Will there be an adequate number of regular and substitute teachers to insure the safety of children of all grades?

4. Will the board replace employees who have supported the strike? Will the replacement be permanent or temporary? Will substitutes be given consideration as replacements?

5. Substitutes should be given detailed instructions on how the school will operate during the strike. They should report any abuses to the principal.

In order to promote harmony among substitutes, every effort should be made to find mutually acceptable assignments for them. "Curriculum plans should be designed specifically for use by substitutes who will have little or no time for preparation" (Cochran, 1975, p. 39). An abbreviated school day should be utilized, and time in the afternoon should be used for meetings and in-service training for substitutes. Substitues under these conditions should be given higher "combat pay," and substitutes' names and addresses should be kept confidential.

Selecting a head negotiator. The board of education must be certain the individual employed as the head negotiator will represent the interests of the board and the community. Boards of education must decide whether the superintendent will serve as head negotiator. Some writers indicate that school boards should hire professional negotiators because a familiar union tactic is to demand around-the-clock negotiations. "Having an experienced negotiator representing the board reduces chances of a settlement because of exhaustion or pressure" (Cochran, 1975, p. 39). Another reason for hiring an outside negotiator is that someone from outside serves as a lightning rod for the frustrations of the negotiation process. Anger is focused on the outsider, not on someone from within the school district.

Not everyone agrees that superintendents should serve as off-stage advisor. Listed below are reasons some give that the superintendent should serve as spokesperson for the board of education during contract negotiations:

1. The outside negotiator's allegiance is not to [the] school system.

2. Negotiators rarely have a full appreciation of the contract's long-term and short-term effects on the school system.

3. Negotiators have no personal investment in the results of the process -- except as it effects their reputation.

4. Negotiators lack a sense of history about the school system; therefore, they have trouble anticipating staff reactions (Sommers, 1985, p. 30).

The board's selection of negotiator must be decided by each school district. Because of the enormous importance of the consequences of the decision, it should be made only after careful consideration of the advantages, well before a strike is called (McNellis, 1987).

The role of the superintendent. The role of the superintendent in professional negotiations poses a complex set of problems. Can he/she be the executive head of a school system, leading a professional staff one day and arguing across a collective bargaining table the next? Does he/she have the training, expertise, or charisma to face the highly trained teacher representatives? Should he/she be a "go-fer" for the school board, scurrying back and forth

between teachers and the board of education? Should he/she be given a black-and-white-striped shirt and act as referee between the teachers and the board of education (McNellis, 1987)?

Over the past twenty years, literature indicates that an established role for the superintendent in negotiation settings has not been agreed upon. Each superintendent has had a unique role according to the district's wants and needs, the character of the school board, and the teachers' participation in managing school affairs.

Often, school board members make the superintendent a part of the board's negotiating team. However, in 1969, Young suggested the superintendent should not be any part of the board's team. He/she should instead act as an agent and facilitator.

Role 1. In the collective bargaining setting, the superintendent is an agent of management.

Role 2. The superintendent should not be a member of the board's negotiating team.

Role 3. After the master agreement has been negotiated, the superintendent's administrative skill is put to one of its severest tests. He and the

board's negotiating team must interpret the language and terms of the contract to those administrative colleagues who will carry the contract back to their buildings and make it work to the best interests of the education program.

Role 4. The superintendent must assume major responsibility for helping the community, the board, administrator, and the rank and file teachers to grow in understanding origins, meanings, ritual, and tactics of collective bargaining.

Role 5. The superintendent must exemplify and demand from subordinates moral and ethical standards of administrative function which remove any doubt teachers may have about the credibility and integrity of administrative motivation and behavior.

Role 6. Finally, and above all, the superintendent must use his unique vantage point to be the consistent champion of the interests and welfare of children (Young, 1969, pp. 110-112).

The literature in the 1970s extended the role expectations of the superintendent to include the opinions of teachers. "Teachers perceive the superintendency role in

negotiations in various ways, depending largely on their own behavior in the profession, and their willingness to perform actively in policy-making and decision-making processes" (Andree, 1971, p. 60).

By the late 1970s the superintendent was no longer regarded as a resource person for both sides during the negotiations. "Neutrality" was a myth. The role of the superintendent was projected as that of the "board's man." He/she was, in fact as well as in theory, the school board's chief executive officer (Kanner, 1977).

No single correct model for "the" role of the superintendent has been established. During negotiations, the superintendent of schools, as the executive officer of the school board, has traditionally been responsible for leadership of the total educational program. He/she is centrally involved in the overall administration of the district. Teacher contract negotiations, with their implications for administration, involve the chief administrator -- the superintendent. "The success or failure of negotiation procedures depends largely upon the role played by the superintendent, who is centrally involved in this process" (Swihart, 1969, p. 535).

Post-Strike Restoration

When a strike is settled and the teachers return to work, attitudes vary depending on the perceived gains or losses in the contract settlement. "In some strikes, feelings run so deep that they never dissipate. The resulting hostility can make restoration difficult" (Shapiro & Nicaud, 1980, p. 29).

The uniting of the two sides demands careful planning by superintendents. They must develop a plan of action or mode of behavior during the period when the strike is in progress. They must watch for a steady stream of grievances from the union leaders. They must try to take as much heat as possible off the involved principals. It is the superintendent's role to reunite these parties and address the goal of continuing a successful term of educating the public's children.

Chapter III

Field Experience Procedures

Design of the Study

The data for this field experience have been collected from Illinois public school districts where teachers struck during the 1986-87 school year. Since this study provides a qualitative analysis of issues and events pertinent to teacher strikes in Illinois, independent and dependent variables are not considered. This study employs descriptive statistics in the form of frequencies and percentages to analyze the responses to the questions related to personnel; events before, during, and after the strike; strike issues; time factors; and settlement conditions related to those strikes.

Sample and Population

The population to be studied includes all 13 superintendents in Illinois school districts that experienced teacher strikes in 1986-87. Since the entire population was surveyed and a 92.3% response rate was achieved, the issues of sample randomness and representation are not pertinent.

Data Collection and Instrumentation

The Superintendent Questionnaire was constructed by the author based on the review of the literature and discussions with professional personnel who have been directly involved with teacher strikes in Illinois. The questionnaire is concerned with both qualitative and quantitative information. Superintendents are asked to characterize the tone of the strike, the effectiveness of the strike plan, and their perceptions regarding newspaper coverage of the strike. Quantitative data were collected, for example, in terms of number of students and teachers involved in the strike, the number of days the strike lasted, and how many substitutes were employed by each system. The questionnaire included 32 questions plus demographic information about the district.

The Superintendent Questionnaire was mailed, along with a cover letter, to the superintendent of each district which experienced a strike during the 1986-87 school year (see Appendices D and E). A follow-up letter and questionnaire (see Appendix F) were sent to the superintendents who did not respond to the original questionnaire, with no result.

Statistical validity and reliability of the questionnaire is not available, as it was specifically constructed for this study. Face validity is relatively certain, since many knowledgeable sources were consulted in its construction. Face validity can also be inferred from the high percentage of superintendents who chose to complete and return the questionnaire.

Data Analysis

Responses to items on the questionnaire were analyzed categorically by type of district (urban, small town, or rural). This study utilizes descriptive statistics in the form of frequencies and percentages to analyze the responses to the questions of the Superintendents Questionnaire. In some instances, frequencies and percentages do not provide an accurate analysis of the particular question. When this is the case, information presented in tabular form replaces analytical information expressed in frequencies and percentages.

Descriptive staticstics, as described in the preceding paragraph, provide the bases for conclusions and recommendations.

Chapter IV

Results

Twelve of the superintendents in the thirteen school districts which experienced teacher strikes in 1986-87 responded to the questionnaire.

Table 1 displays characteristics of the school districts of the twelve responding superintendents. The first column of the table provides an arbitrary designation number to each respondent's district. Column two describes the districts as to type, column three as to the type of community the district serves. Enrollment figures and the size of certified staff follow in columns four and five, with strike duration in school days shown in the last column. In the discussion of results section, "NR" indicates "No response".

The percentage of surveyed districts that were unit school districts was 58.3%, 25% were high school districts, 16.7% were elementary districts; 50% of the involved communities were rural, 25% were small town, 25% were urban.

Table 1
Characterization of School Districts Studied

<u>District Study Designation</u>	<u>District Type</u>	<u>Community Type</u>	<u>Enrollment</u>	<u>Certified Staffers</u>	<u>Strike Length (days)</u>
1	Unit	Urban	8,400	550	13
2	Unit	Rural (suburban)	360	31	149
3	Unit	Small town	4,200	250	ND
4	Unit	Rural	460	40	1
5	Unit	Rural	665	38	8
6	Unit	Rural	1,744	307	16
7	High school	Urban	5,300	ND	8
8	ND	ND	ND	ND	ND
9	K - 8	Rural	ND	34	3
10	High school	Small town	1,560	101	13
11	High school	Rural	970	72	21
12	Unit	Urban	14,000	971	18
13	Unit	Small town	7,567	481	18

In the following breakdown of questionnaire responses, urban, small town, and rural districts are indicated by "U", "ST," and "R," respectively. Where there were zero responses, no percentage figure is shown.

Questions and Frequency of Response

1. How would you characterize the tone of labor relations in your district prior to the teachers' strike in 1986-87?

High conflict -- 33.%	(50%-ST 50%-R)
Uneasy truce -- 16.7%	(50%-ST 50%-R)
Somewhat trustful -- 25%	(50%-ST 50%-R)
Good working relationship -- 8.3%	(100%-U)
Cooperative -- 16.7%	(100%-R)

2. What time of day was the strike?

Before 10 p.m. -- 75%	(22.2%-U 22.2%-ST 55.6%-R)
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After 10:00 p.m. -- 8.3%	(100%-R)
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Before 7:00 a.m. -- 16.7%	(50%-U 50%-ST)
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3. Which month did the teachers go on strike?

August -- 25%	(33.3%-U 66.7%-R)
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September -- 50%	(16.7%-U 33.3%-ST 50%-R)
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October -- 25%	(33.3%-U 33.3%-ST 33.3%-R)
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November - May --NR	
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4. Do you feel that the Illinois Educational Labor Relations Act significantly contributed to promoting the teachers' strike?

Yes -- 100% (25%-U 25%-ST 50%-R)

No -- NR

5. Please circle the approximate number of teachers honoring the strike.

100% -- 33.3% (50%-U 25%-ST 25%-R)

90% -- 41.7% (20%-U 20%-ST 60%-R)

80% -- 25% (33.3%-ST 66.7%-R)

30% - 70% --NR

6. Did your district have a tentative plan of action prepared to deal with a teachers' strike?

Yes -- 91.7% (18.2%-U 27.3%-ST 45.5%-R)

No -- 8.3% (100%-R)

If yes, did your district utilize the plan?

Yes -- 82% (22.2%-U 33.3%-ST 44.4%-R)

No -- 18% (100%-R)

Please note the effectiveness of the plan.

Very effective--45.5% (40%-U 20%-ST 40%-R)

Moderately effective--45.5% (40%-ST 60%-R)

Not adequate -- 9% (100%-R)

7. Did strong citizens' groups influence the teachers' strike?

Yes -- 50% (33.3%-U 66.7%-R)

No -- 50% (16.7%-U 50%-ST 33.3%-R)

If yes, please indicate how the most vocal and powerful citizens' groups reacted to the teachers' strike.

Supportive of the Board:

Overwhelmingly -- 50% (100%-R)

Moderately -- NR

Partially -- NR

Supportive of teachers' demands:

Partially -- NR

Moderately -- 33.3% (50%-U 50%-ST)

Overwhelmingly -- 16.7% (100%-U)

8. Do you think that pressure from citizens' groups had any effect on negotiations?

Yes -- 58.3% (14.3%-U 28.6%-ST 57.1%-R)

No -- 41.7% (40%-U 20%-ST 40%-R)

If yes, do you think that citizens' group pressure was

(a) able to affect the size or type of the settlement?

Yes -- 85.7% (33.3%-U 33.3%-ST 33.3%-R)

(b) able to increase or decrease the length of the strike?

Increased -- 33.3% (50%-U 50%-ST)

Decreased -- 66.7% (50%-ST 50%-R)

Don't Know -- NR

Note: For questions 9 through 15, there were only 11 respondents. These questions were all on page four of the questionnaire, which one respondent skipped.

9. Please indicate the number of instructional days that the teachers were out. (See Table 1.)

10. Did you keep the district open during the strike for students?

Yes -- 36.4% (25%-U 25%-ST 50%-R)

No -- 63.6% (28.6%-U 14.3%-ST 57.1%-R)

If yes, did you employ substitutes?

Yes -- 75% (100%-R)

No -- 25% (100%-ST)

11. If yes, were the substitutes harassed by the striking teachers?

Yes -- 100% (100%-R)

No -- NR

12. Did the striking teachers commit acts of vandalism?

Yes -- 27.3% (33.3%-ST 66.7%-R)

No -- 72.7% (37.5%-U 12.5%-ST 50%-R)

13. Were local law enforcement agencies ever involved?

Yes -- 36.4% (25%-ST 75%-R)

No -- 63.6% (42.9%-U 14.3%-ST 42.9%-R)

If yes, how?

There were four affirmative responses: one monitored status of strike; one patrolled past the school; one had officers in the area; one (the longest strike) had officers at the picket line to control the area.

14. Did the teachers involve students in strike-related activities?

Yes -- 54.5% (16.7%-U 33.3%-ST 50%-R)

No -- 45.5% (40%-U 60%-R)

15. As superintendent, were you responsible for writing all news releases to the media?

Yes -- 36.4% (25%-ST 75%-R)

No -- 63.6% (42.9%-U 14.3%-ST 42.9%-R)

If no, please indicate who was responsible for the news releases.

Chief negotiator -- 71.4%

Other -- 28.6%

16. How did you perceive the newspaper coverage of the strike?

Fair and unbiased -- 41.7% (20%-U 60%-ST 20%-R)

Biased towards teachers -- 58.3% (28.6%-U 71.4%-R)

17. During the strike, did the administrative staff remain united?

Yes -- 100% (25%-U 25%-ST 50%-R)

No -- NR

18. During the strike, did the Board members stand firm on their beliefs regarding the strike?

Yes -- 93.3% (30%-U 10%-ST 60%-R)

No -- 16.7% (100%-ST)

19. Was there a turn-over of board members because of the strike?

Yes -- 25% (66.7%-ST 33.3%-R)

No -- 75% (33.3%-U 11.1%-ST 55.5%-R)

If yes, were the new board members sympathetic to the demands of the teachers' association?

Yes -- 33.3% (100%-ST)

No -- 66.7% (50%-ST 50%-R)

20. Are you male or female?

Male -- 100% (25%-U 25%-ST 50%-R)

Female -- NR

21. How many years had you been Superintendent in the district prior to the strike?

None -- 33.3% (25%-U 25%-ST 50%-R)

One -- 8.3% (100%-R)

Two -- 8.3% (100%-ST)

Three -- NR

Four -- 8.3% (100%-R)

Five -- 16.7% (100%-R)

Six -- NR

Seven or more -- 25% (66.7%-U 33.3%-ST)

One superintendent had 19 years of experience in the district, another had 17, another had seven.

22. How many previous years of service prior to becoming superintendent had you had in the district?

None -- 50% (16.7%-U 16.7%-ST 77.6%-R)

One through Six -- NR

Seven or more -- 50% (33.3%-U 33.3%-ST 33.3%-R)

Experience in district ranged from 1- to 23 years of service in various positions (teacher, guidance counselor, coach, K-8 principal, assistant superintendent, and so on).

23. What was the average number hours per day that you spent working on the strike-related activities?

One -- NR

Two -- NR

Three -- 8.3% (100%-R)

Four -- 16.7% (50%-U 50%-R)

Five -- 8.3% (100%-R)

Six or more -- 66.7% (25%-U 37.5%-ST 37.5%-R)

Five superintendents spent 6 to 8 hours per day on strike-related activities, one devoted 10 hours of his day, another 12, and one spent between 16 and 18 hours of his day on strike-related matters.

24. Did the extra work load have any effect on your personal life?

Caused little stress on self -- 55.5% (20%-U 20%-ST 60%-R)

Caused much stress on self -- 33.3% (25%-U 25%-ST 50%-R)

Caused much stress on family -- 8.3% (100%-ST)

Caused little stress on family -- 25% (33.3%-U 33.3%-ST 33.3%-R)

25. Were you harassed personally by striking teachers and/or concerned citizens?

Yes -- 25% (33.3%-U 66.7%-ST)

No -- 75% (22.2%-U 11.1%-ST 66.7%-R)

Only one superintendent (small-town) experienced varied harassment, through telephone calls, letters, vandalism, and face-to-face confrontations, one other superintendent received letters, one had a verbal confrontation, another was picketed by students at his home.

26. How has the strike affected you professionally in terms of longevity in your career as a superintendent?

May shorten my career as a superintendent -- NR

Has had no effect -- 83.3% (30%-U 30%-ST 40%-R)

May cause early retirement --16.7% (100%-R)

27. In assessing your working relationships with various groups or individuals, please use the following scale to indicate how the teachers' strike affected those relationships after the settlement.

Table 2 presents the responses to this question.

28. Who was the head negotiator for the Board of Education?

Superintendent -- 8.3% (100%-R)

Other administrator -- 16.6% (50%-U 50%-ST)

Professional consultant -- 58.3% (28.6%-U 14.3%-ST
57.1%-R)

Board member -- 16.6% (50%-ST 50%-R)

Table 2

Effect of Strike on Working Relationships in Percentages

Working Relationship	Negative		Positive		
	Strong	Moderate	None	Moderate	Strong
Supt. and Board	8.3 ¹	8.3	33.3	33.3	16.7
Supt. and Principals	--	--	58.3	25.0	16.7
Supt. and Teachers	16.7 ²	33.3	25.0	16.7	8.3
Supt. and Parents	--	16.7	58.3	16.7	8.3
Supt. and Advisory Groups	--	--	72.7	27.3	--

¹Strike lasted 149 days.

²Strike lasted 21 days.

Total number of negative responses: 10; total number of neutral responses: 29; total number of positive responses: 20.

If you indicated a professional consultant, please indicate the individual's position:

Attorney -- 57.1% (25%-U 25%-ST 50%-R)

Education professor -- 14.3% (100%-R)

Professional labor negotiator (100%-R)

Respondents were asked to answer questions 29 through 30 only if they as superintendents were directly engaged in the strike as negotiator. There was only one such respondent, the superintendent of a rural district.

29. During negotiations, do you think you were:

(a) able to handle emotional issues better than others could have?

Yes --NR

No -- NR

Don't Know -- 100%

(b) able to change attitudes of parties involved in negotiations better than others could have?

Yes -- 100%

No -- NR

Don't Know -- NR

(c) able to affect the size or type of settlement?

Yes -- 100%

No -- NR

(d) able to affect the length of the strike?

Yes -- NR

No -- NR

Don't Know -- 100%

If yes, do you think that your participation in negotiations increased or decreased the length of the strike?

Increased -- NR

Decreased -- NR

30. Do you think your participation in negotiations as head negotiator for the Board led to a more equitable settlement than otherwise might have been realized?

Yes -- 100%

No -- NR

31. Do you think that Superintendent should serve as the head negotiator of the Board of Education?

Yes -- 8.3% (100%-R)

No -- 91.7% (27.3%-U 27.3%-ST 45.4%-R)

Reason: "Need to maintain working relationships with teachers' group after strike." "A superintendent needs to be free to do what needs to be done." "Professionals are needed for negotiations." "Too expensive emotionally."

32. If someone other than the Superintendent serves as head negotiator for the Board of Education, what should be the Superintendent's role in negotiations?

Present at negotiation table but keeps quiet - 27.3%
(100%-R)

Not present at negotiation table,
but present at caucuses as a consultant

72.7% (25%-U 37.5%-ST 37.5%-R)

Other -- NR

Chapter V

Findings, Conclusions, and Recommendations

Within the limitations of this study, the findings are based upon an analysis of the data presented in Chapter IV, results, and follow the organization of the questionnaire. Conclusions and recommendations based on these findings are also presented.

Findings

Most strikes were called during the evening in the month of September when labor relations were seen as mostly trustful or cooperative. Most teachers honored the strikes, which lasted an average of 11.9 school days, and most districts closed schools for the duration. Superintendents' careers and personal lives were for the most part not greatly affected by the strikes, and the level of superintendent experience does not seem to be a meaningful correlative. Most of the strikes occurred in rural unit districts.

1) The tone of labor relations leading up to the strikes was highly conflictual in only a third of the cases studied, and three of these cases were in urban settings. What is more surprising is that in fully half

of the districts where strikes occurred in the 1986-87 school year, relations were perceived as at least somewhat trustful, and ranged all the way to "cooperative" in two of the six cases studied.

2) Early evening -- after the school day was ended, before the 10 o'clock news broadcasts -- was the time of day in which 75% of the strikes were called. In one rural district the strike was called after 10:00 p.m.; in two other districts, one urban and the other small town, strikes were called in the morning before 7 o'clock.

3) Half of the strikes were called in the month of September, with three each being called in August and in October.

4) All respondents expressed the belief that the Illinois Educational Labor Relations Act significantly contributed to promoting the teachers' strikes. (The only other matter in which unanimity was found in this study was in the superintendents' sex -- all are men.)

5) At least 80% of teachers in all the districts of the superintendents questioned honored the strike. Fully 75% of these superintendents reported 90% teacher participation, with a third reporting 100% participation.

6) All but one of the superintendents questioned had tentative strike plans in place before the strikes occurred. One of these plans was reportedly "sketchy." Of those who had plans, 82% followed them; two districts -- both rural -- did not. Of those who used plans, 91% found them at least moderately effective, 45.5% found them very effective. Only one district found its plan inadequate.

7) There was an even split between respondents regarding the influence of citizens' groups on the strikes. Of those who felt the citizens' groups were influential, 50% said these groups supported the Board of Education's position overwhelmingly, 33.3% felt support was moderate toward teachers, and only 16.7% felt the groups' support of teachers was overwhelmingly strong. That was an urban district, and the strike lasted only 8 days.

8) More than half -- 58.3% -- of the respondents felt pressure from citizens' groups influenced the outcome of the negotiations; of these, fully 57.1% were rural districts. Of those who found that citizens' groups affected negotiations, 85.7% said the pressure

tended to affect the type or size of the negotiated settlement. Of these respondents, 50% felt the pressure increased the size of the settlement, 50% felt it decreased the size of the settlement. Two-thirds of those who felt citizens' group pressure influenced the outcome of negotiations also thought that this pressure acted to decrease the length of the strike.

9) Including the one rural district whose strike ran for 149 school days, the mean length of strike was 24.4 school days. Excluding that strike, the figure drops to a mean of 11.9 school. The shortest strike lasted only one day. Almost two-thirds -- 63.6% -- lost eleven school days or more. Total instructional time lost, all respondents: 280 school days.

10) Almost two-thirds -- 63.6% did not operate school during the strike; the remainder did stay open, or opened after two or three weeks of a strike had elapsed. Of those who stayed open -- or opened after a pause -- 75% used substitute teachers.

11) The district which used substitutes experienced substitute teacher harrassment to some degree.

12) More than a quarter of respondents (27.3%) had teacher vandalism.

13) More than a third of the districts sought police involvement in controlling or monitoring the situation.

14) Striking teachers involved students in 54.5% of cases, and these cases were in all types of districts and settings.

15) The responding superintendents wrote no news releases in 63.6% of the cases; chief negotiators wrote most of the releases, with some by School Board presidents, an assistant superintendent, or the district's attorney.

16) Newspaper coverage was seen by superintendents as biased in favor of teachers in 58.3% of cases; as fair in 41.7% of cases; and never biased in favor of the board of education.

17) All districts report that administrative staff remained united during strikes.

18) Boards were seen to stand firm on their beliefs in 83.3% of cases.

19) Fully 75% of responding superintendents say there was no school board member turnover; a third of the

new post-strike members were pro-teacher, with the rest mixed.

20) All responding superintendents were men.

21) One third of responding superintendents had no prior pre-strike superintendency experience in the districts they served; 41.6% had at least 5 years of experience in the district, and one had 19 years of local experience as a superintendent.

22) There is a striking cleavage in data regarding district service in any capacity prior to the strike. Fifty percent of the cases had none, 50% had 7 or more years of local experience. One suburban superintendent had 23 years of service in his district, eight as superintendent.

23) Two-thirds of the respondents spent at least 6 hours a day dealing with strike-related matters, with one spending 16 to 18 hours a day.

24) Of those who responded to questions regarding stress on themselves and their families, 55.5% experienced little stress on themselves; 33.3% experienced much stress, 8.3% felt their families experienced much stress; and 75% felt their families were affected little.

25) Only 25% experienced harrassment by teachers and/or citizens. One of these experienced phone calls, letters, vandalism, and face-to-face confrontations. (This was the respondent who felt that his family had undergone much stress because of the strike.)

26) In the two smallest districts covered by the study, both rural unit districts having student populations of less than 500, superintendents had retired or felt they soon would. The remaining 83.3% of respondents felt the strikes had no affect on the longevity of their careers.

27) The data show that strikes had a generally positive affect on working relationships (see Table 2). There are only ten responses in all categories showing some negative impact, while there are 20 responses on the positive side. The vast majority -- 29 responses -- indicate no change. Predictably, the longer the strike is, the more damage is done to working relationships.

28) The head negotiator was a professional consultant in 58.3% of the cases studied, with superintendent, other administrator, or board member

negotiation in 41.7% of the cases. Discounting the longest strike (149 days, in a rural district where a professional consultant was used for negotiations) the mean strike length was 9.8 school days; when a local "involved" party acted as negotiator, mean strike length was 12 school days. When the longest strike is included, the mean for strike length where a professional negotiator is employed becomes 34.7 school days. Note: Only one respondent indicated he had acted as negotiator, but two respondents answered these questions. This one was deemed an inappropriate response, and excluded.

29) Since only one respondent acted as negotiator, his responses to questions 29 and 30 are statistically insignificant. For the record, he doesn't know whether he handled emotional issues well; b) thinks he was able to affect the size and type of settlement (lower cost); and c) doesn't know if he was able to affect the length of the strike.

30) The one respondent felt that his participation led to a more equitable settlement.

31) An overwhelming majority, 91.7% of respondents, do not believe the superintendent should be chief

negotiator. They felt that a professional negotiator could secure the district a better result, that a superintendent's emotional investment in the outcome would be a handicap, and that the superintendent could not afford to damage relationships that would need to be picked back up once a strike was over.

32) A quarter of respondents felt the superintendent should be present at negotiations, but should let the professional negotiator do the talking. Two-thirds felt the superintendent should be available for consultation during negotiations, but not at the table.

Conclusions

Within the limitations of this study, the following conclusions are offered regarding teacher strikes in the state of Illinois during the 1986-87 school year.

1. Enabling legislation had a strong impact on strike occurrence. According to superintendents responding to the questionnaire, the IELRA contributed to promoting the teachers' strikes (100% agreement).

2. Based on 1986-87 data, rural districts were seemingly twice as apt to experience strikes as small town and urban districts.

3. There seems to be no correlaton between the length of a strike and keeping school open. In districts where schools remained open during strikes, harrassment of substitute teachers, involvement of students, and vandalism occured.

4. The superintendent tends to take a less visible role during the strike, letting others deal with the media, negotiations, and strikers.

5. When there is board turnover because of a strike, the results tend to be unfavorable to the teachers' viewpoint.

6. Prior district experience in any capacity does not seem to be relevant to strike length; length of experience as a superintendent was not a factor in strike length: strikes can happen even to experienced superintendents.

7. The general tone of labor relations is not a reliable indicator of the likelihood of a strike.

8. Citizens' groups influence strike length and outcome.

9. Although one respondent indicated he might

retire because of a strike, all said it would not shorten their careers. Strikes do not seem to have any long-lasting affect on superintendents' personal lives and careers.

Recommendations

Based on the findings and conclusions of this study, the following recommendations are offered:

1. Every distict should design its own plan of action for dealing with strikes well before the threat of a strike.

2. Let the schools stay closed during a teachers' strike. Opening the school with substitutes apparently only aggravates the situation.

3. Since informal assessment of the tone of pre-strike relationships between union and districts did not provide sufficient cues regarding the potential for strikes, direct inquiries on strike/no strike plans should be made to local union officials prior to the start of school.

4. Given their tendency to decrease strike length, formation of citizens' groups supportive of board position should be fostered.

5. Good relations with influential writers and reporters within local news organizations should be fostered on a continuing basis. This will help assure opportunities to communicate the board's position anytime controversy arises, even during a strike.

6. The suprintendent's strike role should be as an offstage advisor to negotiators; he/she should remain "above the fray," to preserve his/her productiviy after the strike.

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Appendix A

Illinois Association of School Boards

Labor Dispute Checklist for School Districts

Introduction

Illinois courts consistently hold that strikes by public employees are illegal. However, strikes, "sickouts" and other forms of work stoppages by municipal and school employees have occurred in Illinois and throughout the country.

This manual has been prepared to assist school boards, administrators and legal counsel to better understand and to prepare for possible work interruptions.

While the following material identifies areas where strike preparations may be necessary, it should not be considered all inclusive. Neither is it suggested that these are the only items that are workable nor is it intended to suggest that decisions are required in all of the listed areas. There is no substitute for good judgment when preparing to cope with a work interruption.

Webster defines a strike as "a work stoppage by a body of workers to enforce compliance with demands made

on an employer." The school board should give consideration to the various forms of work stoppages or slowdowns which might occur.

In order to cope with a strike, it is important for the school board and administrative team to have unanimity of purpose and direction from the outset. Do not allow the pressures of a strike to erode board solidarity.

We believe this material will be helpful to the members of the Illinois Association of School Boards. Although the material in this booklet may not exactly fit every district, the basic ideas can be adapted to the individual district needs.

CAUTION: It is important that the school board retain and consult with expert legal counsel before implementing any plan for coping with a strike.

The first decision that a district has to make is whether or not the district wants to take a strike. If the district does not want to take a strike, it will probably have to accede to the union's major demands. If the district decides not to accede to the demands, then plans should be made to handle a strike or other type of work stoppage.

Planning Committee

1. Organize a planning committee to determine the details of the course of action the Board might follow.

2. The committee should include the central administrative staff and the principals, with consultation with the Board and attorney. It is advisable to have board member representation on the committee.

3. The Board should set the basic policy and then let the planning committee carry out the details.

4. The planning committee should make a report to the School Board on the following factors so that the Board can decide what course of action to pursue.

Factors to Consider if a Strike is Imminent

The following factors are not all inclusive and there may be additional individual factors to consider, but these factors are basic to all districts. The order of listing has nothing to do with the relative significance of the factors.

1. Safety of the students. Will there be adequate personnel to insure the safety of children in all grades? elementary? junior high? high school?

2. Will students participate in the strike?

3. Availability of substitutes. If teachers strike, how many qualified or certified substitutes will work during the strike? The substitutes will have to be contacted early and informed of the pressures involved in a strike.

4. How many regular employees will report for work? Will the employees who come to work be able to tolerate the verbal and possible physical abuse crossing a picket line? Will the employees be able to stand up to the social pressures, such as non-cooperation and no communications, from striking employees once the strike is over with? If different assignments have to be made, will the working employees object and only work their normal assignments?

5. If school is operated during a teachers' strike, will ISBE certify that school is being conducted? This may depend on the number of qualified teachers, the grades being conducted and the quality of classroom instruction.

6. What is the attitude of the principals on this issue?

7. What are trouble spots or problems that principals envision in keeping their buildings open?

8. Can the physical safety of working teachers and other employees be protected?

9. Can the building and its contents be adequately protected during the day and at night from vandalism and unauthorized personnel?

10. Will the non-union employees or other unionized employees support the strike? Even if they do not support the strike, will enough be intimidated so there will not be adequate staffing. Can animosity between strikers and non-strikers be minimized once the strike is over?

11. What time of year will the strike most likely occur? The weather may be a factor in the employees' decision to strike. Also, if there is likely to be inclement weather, can adequate shelter be provided for students and employees if evacuation of the building is necessary?

12. Will the community support the Board? If the community supports the Board, is the community likely to

engage in irrational acts that will hinder the Board in settling the strike? What kind of governmental support or cooperations can the Board expect to receive? What kind of news media support will the Board receive?

13. Is the judge likely to issue an injunction, if the Board so decides, or is the judge more likely to order negotiations?

14. If school is kept open at less than full staff level, will other employees have to be laid off? Do you want to lay off employees who are willing to work?

15. Will there be additional costs of operating the district? Will principals, teachers, and other employees who work get additional pay or other benefits for working?

16. What is the Board's stand on makeup days? Do you make up all days or only those days needed to meet the state requirement?

17. Should all extra-curricular activities be cancelled or should certain ones be run?

18. Do you keep school open the first day of a strike and then decide whether or not to remain open? If this is done and school is then closed, how will children

be sent home? How will parents be notified if school has been closed?

19. Do you keep school open for a set number of days to see how many employees show up and then close or do you close first and then open up?

20. How long do you want to keep school open or closed?

21. Once the strike is settled, can you arrive at a satisfactory non-recrimination clause. If a non-recrimination clause is obtained, will it be workable?

22. Will the employees strike at any other time than early in the morning? If so, what plans can be developed?

23. If the Board decides to close school, how long will parents and other citizens continue to support the Board? One week? One month?

24. If school is closed, can senior study requirements still be fulfilled?

25. If employees strike, will the Board replace them? If the Board decides on replacement, will the replacements be permanent or temporary?

Once the committee investigates these factors, it is then up to the Board to make the decision on the appropriate course of action. The information that first follows deals with matters that are necessary to conduct school during a strike. Later information will be stated that concerns the closing of school.

Command Post

It is essential that there be a plan of operation that can be implemented on the first day of a strike. In order to implement this plan, a command post should be established. The size and function of the post will differ with the size school, but once again the basic idea is applicable to all schools.

1. The personnel of the command post should include those members of the planning committee and other personnel needed to administer the district.

2. The principals will be charged with reporting daily on the activities or lack thereof at their buildings. Each principal should have a contact person to report to. This contact person will then report to the superintendent.

3. The superintendent should be free to operate the district without getting involved in unnecessary details.

4. The command personnel should report to work at least an hour before the normal time to check on developments and be on the spot if trouble occurs.

5. A separate telephone network should be established so that communications cannot be disrupted. The phone numbers should be known only to those who need it. (Consultations with the phone company will help to establish the necessary service.)

6. The command post should handle all communications with the news media. One individual at the post should be designated the job of news media officer. Determine which news media sources will receive information, including AP and UPI wire services.

7. There should be a staff meeting at the end of each day to review the day's events and to re-evaluate the plans to make sure they are still operable.

8. There should be no calls by the principal to the contact person or superintendent between 11:30 p.m. and 6:00 a.m. so that everyone can have a good night's sleep.

Plans

There are various types of plans that have to be developed. Plans needed to be developed for the principals, the clerical staff, and other non-certified personnel, students, and substitutes and regular teachers.

Plans for the Principal

1. A detailed plan of the policy to be followed should be spelled out so that the principal will not have to be in constant consultation with the central administration.

2. The plan should have the principal develop activities to keep students busy on the first or subsequent days if adequate faculty is not available. It could include such things as arranging for films, reading contests, using educational TV, using assembly type programs and other meaningful learning programs.

3. The principal should have detailed plans on what to do about transportation of students. Also he should have plans for dealing with the other employees in the building.

4. The principal should review the Board policy on substitutes.

5. Principals should document any incidents connected with the strike.

6. The principals should report within the first hour, everyday to their contact person.

7. The principals should keep a list of people who volunteer their services even if the services are not needed at the present time.

8. Give principals an opportunity, in advance of a strike, if possible, to meet with administrators from other districts which have experienced strikes.

Plans for Clerical Staff (if not involved in strike)

1. Plans should be developed on how best to utilize the clerical staff. Thought should be given to the physical and mental well-being of these employees.

2. The clerical staff should be instructed on what to do if ingress or egress is blocked. They should be instructed to report any incidents of harassment either done to them or other individuals.

3. The clerical staff should report to work early to help the administrators and to avoid confrontation with pickets.

Plans for Non-certified Employees (if not involved in strike)

1. Plans should be made for the employees so that they know what to do if the school is to remain open or if it has to be closed. The plan should also detail how the staff is to handle emergencies that arise.

2. There should be plans for the bus drivers to meet the various contingencies that might arise. The drivers should be informed that events may change rapidly and they should be prepared to be at the school or on their route within a half hour after they are called.

3. It should be determined if there are custodians who can and will stand guard at the building doors during the day and if there are any custodians who will work as watchmen at night.

4. Plans should also be made for the non-certified personnel to supervise the students if that contingency arises and their help is needed.

5. All employees should be urged to report any incidents, including harassment, to their building principal.

6. It is important that the non-certified personnel receive accurate information regarding the Board's position and developments in the strike. It may be necessary for the superintendent and his staff to personally contact these employees, especially the bus drivers, before and during the strike to make sure they will perform their jobs.

Plans for Students

1. Plans should be made to have students report to all buildings or selected buildings depending on the situation.

2. An orderly means of processing students should be developed if students have to be sent home early.

3. Special attention should be given to group programs, especially for the younger children, if for any reason classes cannot be conducted.

4. Facilities should be arranged for the sheltering of students if the building has to be evacuated in inclement weather.

5. In the event of evacuation of the building, plans should be made to try to keep evacuated students and employees away from the pickets. It may be necessary also to develop recreational or other programs for the students if there is a prolonged evacuation.

6. An educational program to inform students of the issues may be useful for junior and senior high.

7. Plans should be made for documentation of students activities in the event they disrupt the school program by participating in the strike.

Plans for Building Security

Described in some of the other plans have been aspects of building security, but in order to present a complete understanding repetition of ideas may occur.

1. Contact the police, sheriff, fire, phone, and utility department so that patrols can be increased, emergency services can be provided and new ideas can be exchanged. Code words should be established so these agencies can spot phoney reports.

2. Plans to prevent vandalism to buses and other vehicles should be developed.

3. It will be necessary to make sure that no unauthorized personnel are in the buildings during the day. Special attention should be paid to those areas where chemicals or expensive machinery are stored.

4. Better security at night can be obtained by changing one lock and chaining the remaining doors.

5. Keys have presented a constant problem. Some schools have a permanent policy that keys are not given to the employees, but rather the keys are on a daily check-in and out system. A custodian or administrator can open the classrooms in the morning. In some schools, employees have been ordered to turn in their keys just before a strike commenced. Disciplinary measures could be imposed on those employees who do not turn in their keys. Also the words "do not duplicate" might be stamped on the key.

6. Administrative personnel should be trained in how to turn on and off the heater, main electrical switches and water in the event no custodians are available. Check building safety codes with respect to maintenance of these services.

Plan for Substitutes and Working Employees

1. The substitutes should have detailed instruction on how the school will work and the fact that they should report any abuses they suffer to their principal.

2. Substitutes should be made aware of the fact that they may have to assume additional responsibilities during the strike.

3. Regular employees may have to be assigned different jobs or buildings as well as additional responsibilities. In order to promote harmony among these people every effort should be made to find mutually acceptable assignments for these people.

4. A coordinated effort will be needed between regular employees and substitutes to insure the tasks are performed. A regular employee might be assigned to the job of "lead man" to assist the principal in handling staff problems.

5. If a teachers' strike occurs, the substitutes will need lesson plans and grade books. Striking teachers, even if ordered to turn in these documents, may not do so. Therefore, the principals may have to duplicate copies of these documents.

6. The University which supplies practice and intern teachers should be contacted to find out their policy in allowing these people to teach during a teachers' strike or a strike by non-teaching employees.

7. In the event custodians are on strike or sympathize with a strike, teachers should not be assigned custodial work unless they volunteer.

8. The Board may want to adopt a policy which provides that teachers will not discuss with students negotiations issues or strike matters in the classroom unless it related to regular course content.

9. All incidents of harassment, threats, or abuses to individual employees should be promptly reported to the building principal.

Communication Plans

In a later section details relating to communications will be set forth. This section will deal with establishing a plan for communications.

1. Designate one person, an administrator or board member, to act as a press spokesman for the Board on all communications.

2. If the Board so desires, principals could be authorized to state what effect the strike has had on his building but they should not make statements relating to negotiations.

3. Press releases should be issued at least once a day and more often as the situation dictates.

Transportation Plans

Plans should be developed for sending children home at various times of the day. Snow emergency plans can be

utilized. It may be necessary to hold students in the buses prior to school and the buses should be parked on school property and away from strikers. Students should be told of the reasons for their stay on the buses. Buses should be unloaded on school property and, if possible, away from the pickets. If there is not enough room to unload buses, a staggered bus schedule may be needed.

Sources of Information for the Board

It is assumed for this discussion that the Board has contracted for legal counsel. In addition to legal counsel there are other sources of information available. The IASB office has information relating to other schools that have experienced strikes, and also has the resources to try and supply answers to questions the Board or its attorney may have.

Legal Actions

Any legal steps should be done in consultation with legal counsel. A major question the Board has to determine is whether or not to seek an injunction. If the injunction procedure is decided upon, then the time of when to seek the injunction becomes important.

communicated to the employees if the Board determines to discontinue benefits during a strike. The continuation of benefits while on strike is a major concern of many employees. The Board should contact the insurance carriers to find out what will happen if benefits are terminated for a short or long period, and what will happen if benefits are terminated for a small or large number of employees.

Communications, Mail, Public Relations

Communications to the public, students, parents, and employees are extremely vital and delicate. However, just because communication is a delicate operation does not mean that it should be avoided. It is very important to remember that keeping everyone informed will help dispel unfounded rumors.

A. Mail service. Post office representatives may decide not to cross picket lines to deliver mail so arrangements may have to be made to pick up mail as well as deliver it to the post office. Additional protection of intra-school mail service may be needed to insure delivery.

B. Parents and students should be notified of school policy on running or not running classes and other pertinent information and any changes in various policies. This type of communication can be accomplished by several means. It can be a statement made over the radio or newspaper, messages sent home by way of the students or a telephone tree which works like a chain letter.

C. Communication with striking employees should be checked first with your attorney. Letters can be sent directly to these employees or other forms of communications can be used. It may also be advisable to send these communications to non-striking employees just to keep them informed on what the Board is doing.

D. The Board may want to consider preparing the public for a possible strike by releasing press reports prior to the strike so that the public is aware of these problems. An effective pre-strike press program may help relieve public pressure on the Board during the strike. During the strike, the public should be kept advised, if it does not infringe on negotiations, or the progress of negotiations. The public should also be advised on why the Board has pursued certain courses of action. It is

better to keep the public informed with your views, however painful it may be, than to let them make judgments based on rumor, innuendo, hearsay and the Union's report.

E. Arrangements should be made to contact board members by telephone. To prevent harassing phone calls and to insure Board members will be available, it may be necessary to establish unlisted phone numbers or at least establish alternative phone numbers through which they can be reached.

F. One person should be designated as the press spokesman. All press releases should be made by him. Any questions the press may have of a Board member or principal should be referred to the press spokesman. The spokesman might consider issuing one release early in the morning and one release at the end of the day. Even if there is nothing of substance to release, the press should be told there has been no change. These releases should also be given to newspapers that publish only once a week so the editor is kept informed. Of course, as events develop, releases should be made. The spokesman may want to consider the use of a "background" session.

At this meeting the press is informed of material necessary for their intelligent understanding of the problem, but none of the material is to be printed.

G. The idea of establishing a rumor center should be considered. The purpose of this center is to handle calls from parents and anyone else and supply them with correct information or at least check out their questions. It can be set up at the school, a church or at city hall. It can be staffed by school personnel or interested citizens. Two things are essential to make the center work. The first is that it is open for long hours and the phone number is widely known. The second and most important point is that the school has to supply honest and accurate information to the center. Staffing by neutrals may be preferable so that the center will achieve a reputation for honesty and integrity.

H. It has been reported that teachers have discussed with their students, prior to the strike, their side of the controversy. One way to possibly handle this problem is to promulgate a regulation forbidding teachers to discuss the possible strike. A penalty for such disobedience might be a letter of reprimand or other disciplinary action.

Documentation

Document events occurring on the picket line and other areas as well as verbal harassment. All employees should report these incidents to their principal. It is also the duty of the building principal to be extra alert at those times when trouble is most likely to occur. It is not illegal for principals to look out the window or walk around the building and observe the strikers and their activity.

In taking pictures, it is preferable to use a polaroid camera. On the back of the picture should be recorded the date, time, place and names of the individuals involved. The reason a polaroid camera is suggested is that there is a legal doctrine of chain of possession concerning pictures and a polaroid picture avoids this problem. If you have any questions regarding pictures, consult your attorney.

Extra-Curricular Activities

Check with the IHSA to determine requirements for continuation of your program. There is a definite policy on this. Notify the conference members that you have a labor dispute which may require cancellation or changes in the athletic schedule. A policy should be worked out in advance with conference schools. What about other scheduled programs? Plays, concerts, and this sort of

thing? Are you going to cancel and reschedule these programs? There may be adverse community reaction to the cancelling of major sports activities. The public should be made fully aware of what factors necessitated the Board's decision.

Supplies

It may be necessary to have a stockpile of food, bedding, and other facilities which would make it possible for those crossing the picket line to live on the premises. See that all the essential materials are available or on the way. Plan far enough ahead so that you will not have trouble getting things delivered.

Outside Contractors

If you have any construction work on the premises, you must decide whether to continue with it. This can be determined by consultation with the contractors. Be sure to arrange for a reserve entrance gate so that they may enter and leave the premises without interference (notify

the bargaining representative on the arrangement). Ordinarily, contract work should continue without interruption.

Property and Liability Insurance

Check with you insurance underwriters to determine whether damage to buildings or people is covered during a strike situation. This is one arrangement that should be checked into immediately even though you are not faced with a labor dispute.

Return to Work Policy

It is essential that the Board obtain a signed strike settlement agreement. The settlement agreement should include, if possible, the following:

1. A non-recrimination clause covering non-striking personnel and, if the teachers strike, students.
2. The striking employees will drop any law suit or prohibited practice charge against the Board arising out of the strike.
3. A reinstatement of benefits.
4. A time schedule of when striking employees will return to work or that there will be an immediate resumption of work.

The Board should have formulated a policy of letters of reprimand, docking pay and other disciplinary measures prior to the end of the strike so that the employees will know the possible penalties when they return to work. The prior knowledge may help to avoid grievances over strike activity. The formulation of general penalties does not preclude the Board from enforcing additional penalties if circumstances warrant.

If a teachers' strike occurs, teachers upon seeing that a strike might fail, may attempt to return to the classroom on the pretext of returning to work but without officially saying the strike has ended. The Board should be prepared for this possibility. If the Board does not allow the teachers back in, they no doubt will claim they were locked out. However, until the Board receives official notice of the end of the strike, the teachers are presumed to still be on strike. For all the Board knows, the teachers could be coming into the building to engage in a sit-in strike.

Demoralizing Tactics

During and after the strike, there may be attempts to lower the morale of the Board, administrative staff,

and the employees who report for work. Vulgarities, obscene phone calls, cat calls, and other verbal abuses may be involved. Also watch for retaliation after the strike against people through their children (grades, participation in activities, discipline, etc.). Be prepared to adjust grades and investigate incidents brought to the Board's attention. Some employees may "carry a torch" for a long time after the strike has ended. Some teachers groups have also picketed businesses of board members.

Although this manual has dealt with strikes, the Board should be aware that the Union may engage in "mass sick call" types of activities, it may encourage student disruption and general harassment of the Board. All these contingencies can be met and dealt with if the Board retains a calm and deliberate approach to the problem.

List of Key Officials

Make a list of people who are interested in resolving the dispute such as the mayor, legislative representatives and other prominent individuals. The Board should communicate to groups as a means of

presenting the Board's point of view. The Board should be cautious of communicating with individuals and organizations so as to be sure that these people are not jeopardized in that their jobs or positions in the community are compromised.

Closing School

A decision to close school may be made more often when teachers strike than is a strike by non-certified employees. However, many of the above-mentioned considerations apply to the Board's decision to run or close school. In either situation, the Board should decide how long the strike is likely to continue. If the Board desires to re-open school during a strike, means for ascertaining when enough employees are available for work will have to be developed. If employees are to be laid off, the Board should check with its attorney concerning the status of laid-off employees.

If school is closed for any significant length of time, it may be necessary to make up the days. Thought should be given as to when those days will be made up.

A minor problem that the Board should be aware of is that if employees figure on a long strike, they may

decide to take a short vacation. The Board should impress upon all employees that they may be recalled on short notice.

Appendix B

Managing Strikes: Analysis
Of Options AvailableOption I -- No Formal Response

Pro: (a) Minimizes establishing positions which cannot be compromised; (b) Allows flexibility to save face when compromise or concession comes from Union; (c) Avoids controversy and confrontation inherent in other options; (d) Removes issues around which union can keep pickets active.

Con: (a) Unless combined with hard line on critical issues (for example, money, docking), can prolong the strike and allow Union to flaunt Board's weakness to eventually "cave in" and get what they want; (b) Can create public sentiment that Board doesn't care about kids' education (docking can create the same sentiment); (c) Takes more time than other options if others are successful.

Option IIA -- Reopening Schools

Pro: (a) If successful, will cause Union to collapse; (b) Shows Board concern with having school; (c) Eliminates docking issue if fully operable; (d) Solidified Board commitment to "last and final" offer.

Con: (a) Still without a settlement; (b) Disrupts Union-Management attempts to have an amicable collective bargaining relationship; (c) If unsuccessful, further strengthens Union and prolongs strike; (d) Requires over 50% teacher and student attendance; (e) Brings in State Board of Education to supervise program; (f) Creates picket confrontations increasing solidarity; (g) Forces students to conflict.

Option IIB -- Partial Reopening

Pro: (a) Shows Board's concern with reopening schools; (b) Can test Union solidarity with minimum confrontation.

Con: (a) All of Option IIA except 4 and 5; (b) Establishes weak Board support if teachers do not start to come in.

Option IIIA -- Injunctive Relief

Pro: (a) If successful, can collapse teacher support; (b) Shows Board concern with establishing schools; (c) Solidifies Board's position.

Con: (a) High risk of judicial intervention and imposed settlement (could also be a face saver if reasonable); (b) High cost in granting (\$); (c) Risk of injunction not being granted (procedure errors, an unsympathetic judge, and thus legalizing strike); (d) No settlement which can prolong negotiations; (e) If

granted and ignored by Union requiring Board enforcement (fines, jail sentences), it creates martyrs and shifts public sympathy; (f) Diverts Union attention from settlement to defending against Board and will increase solidarity.

Option IIIB -- Restraining Order Against Pickets

Pro: (a) Allows Board to run school with less confrontation; (b) Controls picketing and thus dilutes the excitement of the lines; (c) Shows Board's interest in running schools.

Con: (a) All of Option IIIA except the risk of not granting is higher and the risk of Union flaunting is reduced; (c) Shows some Board acceptance of the strike's legitimacy.

Option IVA -- Letter of Remediation

Pro: (a) May scare some teachers into returning; (b) Shows strong Board Action.

Con: (a) Idle threat - can't be carried out at dismissal level (for example, Collinsville, Sandwich, Mascoutah, Aurora); (b) No settlement is ever possible; (c) High cost (6 figures in Sandwich); (d) Will alienate the community; (e) If not followed-up indicates weakness; (f) Prolongs disharmony from month to years.

Option IVB -- Weak Letter of Remediation

Pro: (a) Gives excuse to those wanting to bolt;

(b) Gains community support; (c) Reaffirms Board's position; (d) Low cost; (e) Leaves room for stronger position on remediation, or injunction later.

Con: (a) Not perceived as strong action by Union leadership (rank and file will consider it same as dismissal); (b) If not effective and not followed by stronger action will create credibility gap and Board position of weakness; (c) Wording of letter is critical for credibility; (d) No settlement even if effective.

Appendix C

Checklist: Operation of Your School

In the event of a strike, you will want to have an operational plan that you can communicate quickly and accurately to students, staff and the community.

Everyone will want to know:

- 1) What they are to do:
- 2) Why decisions are made:
- 3) How to do certain things:
- 4) Where they are to be:
- 5) When they are expected to be there:
- 6) Who will be responsible for which students (students will want to know, too).

Toward these ends, the following checklist is suggested for your use in developing your own school contingency plan. Whatever plan you develop, it must "fit" your district situation. You will also need to have participation and involvement in preparing your school plan for the reasons mentioned in the previous section.

Set Priorities

☐ Keep school open

☐ Provide for safety and security to:

Students

Staff

Equipment, buildings, grounds

☐ Maintain as normal a program as possible

☐ Others

Determine Staffing Needs

☐ Instruct all personnel to report to their regular assigned work sections.

☐ Physically inspect each teaching and work station to determine number of substitutes needed.

☐ Fill all staffing needs without regard to student attendance (do not combine classes unless absolutely necessary).

☐ Communicate staffing needs per district plan

☐ Others

Supervision of Students

☐ Unattended students should be supervised by any available adult in large facility (gym, cafeteria, quad) until substitutes arrive.

☐ Use student body officers for assistance.

_____ After all substitutes have signed in and have been assigned to a class, count the number of students present in classrooms. At this point, do not be concerned about indentifying absent students by name - report number present.

_____ Communicate to central office per procedures

_____ Others

Communicate Basic Procedures

_____ Hold meeting of all staff - regular and voluntary

_____ Prepare folders for substitutes containing basic information.

_____ School map

_____ Class and bell schedule

_____ Class lists

_____ Lesson plans and curriculum guides if available

_____ Location of teaching aides

_____ Keys as required

_____ Others

_____ Establish "buddy system"

_____ Visit every classroom daily

Transportation System

_____ Inform students that there will be normal bus transportation unless advised otherwise

_____ Tighten security on release of children during the day

_____ Suspend operation of student safety patrol

_____ Others _____

Emergency Plans and Data

_____ Have on file a diagram showing all shut-off valves for water, gas, electricity

_____ Phone numbers, as needed

Police _____

Fire _____

District _____

Press _____

Parents _____

Others _____

_____ Secure all student records, especially phone numbers.

_____ Prepare alternative communication system (neighbors' telephones, two-way radios, courier systems).

_____ Keep school lit at night - with all shades and blinds open.

- _____ Have extra light bulbs available.
- _____ Methods of room entry in case of jammed locks.
- _____ Check list for securing building at night.
- _____ Provide for 24-hour surveillance.
- _____ Others

Possible interference tactics to watch for

- _____ Harassment of students
- _____ False fire and buglar alarms
- _____ Student disorder
- _____ Interference with deliveries to school
(designate alternative delivery points).
- _____ Removal of:
 - _____ Projector lenses and bulbs
 - _____ Phonograph needles
 - _____ Extension cords
 - _____ Take-up reels (movie and tape)
 - _____ Textbooks and materials
 - _____ Light bulbs and switches
 - _____ Others

Pre-strike Checklist for Operating Schools

- _____ Check Board policies
 - _____ Employee duties
 - _____ Leave of absence policies
 - _____ Right to withhold pay of striking employees

- ☐ Right to cut-off fringe benefit payments
- ☐ Substitute pay
- ☐ Termination of organization rights (dues deductions)
- ☐ Consider revising board policies
 - ☐ Substitute pay rate
 - ☐ Emergency employment of personnel
 - ☐ Extra pay for additional duties during strike
- ☐ Advise Board of strike possibility, Check Board's position on:
 - ☐ Length of strike before compromise
 - ☐ Trying to keep schools open
- ☐ Establish strike committee
- ☐ Appoint strike coordinator
- ☐ Review communications procedures
- ☐ Develop plan for pupil instruction
 - ☐ Non-striking teachers
 - ☐ Substitutes
 - ☐ Retired teachers
 - ☐ Emergency substitutes
 - ☐ Administrators

_____ Develop plan for adult supervision of pupils

_____ Substitutes

_____ Retired teachers

_____ Parents

_____ Classified

_____ Administrators

_____ Volunteers

_____ Develop system for emergency credentials

_____ Develop pupil transportation plan

_____ Discuss situation with:

_____ Police

_____ Fire department

_____ Telephone company

_____ Janitorial service companies

_____ Plumbing companies

_____ Transportation

_____ Water and power company

_____ Food service companies

_____ Delivery companies

____ Require remittance of:

- ____ keys
- ____ roll book
- ____ lesson plans
- ____ seating charts
- ____ report cards
- ____ attendance cards

____ Prepare emergency communication system

- ____ Telephone
- ____ Radio (2-way)
- ____ Courier service
- ____ Alternative unlisted phones at all facilities

____ Set-up alternate system for classified services

- ____ Janitorial
- ____ Plumbing
- ____ Cafeteria (if possible)
- ____ Secretarial
- ____ Mail Service
- ____ Sanitation
- ____ Printing

____ Set-up anti-sabotage materials

____ A-V Materials

____ projection, lenses, and bulbs

____ phonograph needles

____ cartridge heads

____ Textbooks

____ Chalk

____ Class supplies

____ Alternate keys for room, desk, and
closet

____ Light switches and bulbs

____ Emergency plumbing service

____ Set-up secretarial pool

____ To call substitutes

____ To type memos and communication notices

____ To keep pupil and staff attendance

____ To answer community questions

____ Establish police protection

____ For pupils crossing picket lines

____ For non-strikers crossing picket lines

____ For school buildings

____ For homes of school officials

- _____ Disseminate information to administrators on strike procedures on a need-to-know basis.
- _____ Prepare operating procedures for building principals.

Appendix D

226 S. Fifth Street
Albion, IL 62806
March 15, 1988

Dear Colleague:

You are among a select group of Superintendents in the state of Illinois because of your involvement in school strikes during the 1986-87 school year. Eastern Illinois University is conducting a research study related to teachers' strikes in the state of Illinois during the 1986-87 school year. Because the total sample of districts that experienced teachers' strikes is very small, your response is critical.

We are primarily concerned with demographic information, facts as you perceived them and how you were directly and indirectly affected by the strike. We have enclosed a questionnaire that addresses topics before, during, and after the strike. It should take about fifteen minutes to complete. Please return it in the enclosed prestamped envelope.

The number on the questionnaire is to help us keep track of responses and to send reminders to those who do not return the questionnaire. All questionnaires will be treated confidentially and no individual will be identified.

If you have any questions, please feel free to call Larry Janes (217-582-2919) or Marilyn Yokel (618-445-2327). If you want to find out the results of the study, please check the appropriate box at the end of the questionnaire and we will be sure that you receive a summary of the findings. We thank you for your help. Please return it to us within ten working days.

Sincerely,

Larry Janes
Professor

Marilyn Yokel
Principal Researcher

Appendix E

QUESTIONS REGARDING THE STRIKE

1. How would you characterize the tone of labor relations in your district prior to the teachers' strike in 1986-87?

- ☐ High conflict
- ☐ Uneasy truce
- ☐ Somewhat trustful
- ☐ Good working relationship
- ☐ Cooperative

If comments are appropriate, please describe below:

2. What time of the day was the strike called:

- ☐ Early in the evening (before 10:00 p.m.)
- ☐ Late in the evening (after 10:00 p.m.)
- ☐ Early in the morning (before 7:00 a.m.)
- ☐ Late in the morning (after 7:00 a.m.)

3. Which month did the teachers go on strike? (Circle one).

Aug. Sept. Oct. Nov. Dec. Jan. Feb. Mar. Apr. May

4. Do you feel that the Illinois Educational Labor Relations Act significantly contributed to promoting the teachers' strike?

- ☐ Yes
- ☐ No

5. Please circle the approximate number of teachers honoring the strike.

100% 90% 80% 70% 60% 50% 40% 30%

6. Did your district have a tentative plan of action prepared to deal with a teachers' strike?

- ☐ Yes
- ☐ No

If yes, did your district utilize the plan?

☐ Yes
☐ No

Please note the effectiveness of the plan. The plan was:

☐ Very effective
☐ Moderately effective
☐ Not adequate
☐ Ineffective

7. Did strong citizens' groups influence the teachers' strike?

☐ Yes
☐ No

If yes, please indicate how the most vocal and powerful citizens' groups reacted to the teachers' strikes:

	<input type="checkbox"/> Overwhelmingly supportive of the Board's position
position	<input type="checkbox"/> Moderately supportive of the Board's
	<input type="checkbox"/> Partially supportive of the Board's position and partially supportive of the teachers' demands
demands	<input type="checkbox"/> Moderately supportive of the teachers'
	<input type="checkbox"/> Overwhelmingly supportive of the teachers' demands

8. Do you think that pressure from citizens' groups had any effect on negotiations?

☐ Yes
☐ No

If yes, do you think that citizens' group pressure was:

(a) able to effect the size or type of the settlement?

☐ Yes
☐ No
☐ Don't know

If yes, do you think the citizens' groups increased or decreased the cost of the settlement?

☐ Increased

☐ Decreased

(b) able to increase or decrease the length of the strike

☐ Increase

☐ Decrease

☐ Don't know

9. Please indicate the number of instructional days that the teachers were out.

Number of days

10. Did you keep the district open during the strike for students?

☐ Yes

☐ No

If yes, did you employ substitutes?

☐ Yes

☐ No

11. If yes, were the substitutes harassed by the striking teachers?

☐ Yes

☐ No

12. Did the striking teachers commit acts of vandalism?

☐ Yes

☐ No

13. Were local law enforcement agencies ever involved?

☐ Yes

☐ No

If yes, how: _____

14. Did the teachers involve students in strike-related activities?

☐ Yes
☐ No

15. As Superintendent, were you responsible for writing all news releases to the media?

☐ Yes
☐ No

If no, please indicate who was responsible for the news releases.

16. How did you perceive the newspaper coverage of the strike? (Please check one).

☐ Fair and unbiased
☐ Biased in favor of teachers' position
☐ Biased in favor of Board's position

17. During the strike, did the administrative staff remain united?

☐ Yes
☐ No

18. During the strike, did the Board members stand firm on the beliefs regarding the strike?

☐ Yes
☐ No
☐ Some dissension
☐ Much dissension

19. Was there a turn-over of board members because of the strike?

☐ Yes
☐ No

If yes, were the new board members sympathetic to the demands of the teachers' association?

_____ Yes

_____ No

If yes, how many board members fall in the category?

QUESTIONS REGARDING THE SUPERINTENDENT

20. Are you male or female?

☐ Male
☐ Female

21. How many years have you been Superintendent in the district prior to the strike?

Number of years

22. How many previous years of service prior to becoming Superintendent have you had in the district?

Number of years
 Position (s)

23. What was the average number of hours per day that you spent working on strike-related activities?

hours/day

24. Did the extra work load have any effect on your personal life? Please check one below:

☐ Caused little stress on self
☐ Caused much stress on self
☐ Caused much stress on family
☐ Caused little stress on family

25. Were you harassed personally by striking teachers and/or concerned citizens?

☐ Yes
☐ No

If yes, please check all the forms of harassment below that apply to you:

☐ Threatening phone calls
☐ Vandalism to personal property
☐ Threatening letters
☐ Others (Please list specifically)

26. How has the strike affected you professionally in terms of longevity in your career as a Superintendent? Please check one below.

- _____ May shorten my career as a Superintendent to
pursue some other branch of education
_____ Has had no effect
_____ May cause me to retire early

27. In assessing your working relationship with various groups or individuals, please use the following scale to indicate how the teachers' strike affected those relationships after the settlement.

- 1 = strong negative impact
2 = moderate negative impact
3 = no impact
4 = moderate positive impact
5 = strong positive impact

Relationship between:

Superintendent and Board of Education _____
Superintendent and Principals _____
Superintendent and Teachers _____
Superintendent and Parents _____
Superintendent and Advisory Groups _____

QUESTIONS REGARDING ROLE OF SUPERINTENDENT DURING THE
STRIKE

28. Who was the head negotiator for the Board of Education? Please indicate by checking one.

- ☐ Superintendent
- ☐ Other administrator
- ☐ Professional consultant
- ☐ Board member

If you indicated a professional consultant, please indicate the individual's position:

If you checked Superintendent on question 30, answer all the questions below; if you checked anything other than Superintendent, disregard questions 29 and 30.

29. During negotiations, do you think that you were:

(a) able to handle emotional issues better than others could have?

- ☐ Yes
- ☐ No
- ☐ Don't know

(b) able to change the attitudes of parties involved in negotiations better than others could have?

- ☐ Yes
- ☐ No
- ☐ Don't know

(c) able to effect the size or type of the settlement?

- ☐ Yes
- ☐ No

If yes, do you think that you were able to reduce the cost of the settlement?

- ☐ Yes
- ☐ No

(d) able to effect the length of the strike?

☐ Yes
☐ No
☐ Don't know

If yes, do you think that your participation in negotiations increased or decreased the length of the strike?

☐ Increased
☐ Decreased

30. Do you think your participation in negotiations as head negotiator for the Board led to a more equitable settlement than otherwise might have been realized?

☐ Yes
☐ No

31. Do you think the Superintendent should serve as the head negotiator for the Board of Education?

☐ Yes
☐ No

Reason: _____

32. If someone other than the Superintendent serves as head negotiator for the Board of Education, what should be the Superintendent's role in negotiations? Check one please.

☐ Present at negotiation table but keeps quiet
☐ Not present at negotiation table, but present at caucuses as a "consultant"
☐ Other _____

I want to find out the results of the study

☐ Yes
☐ No

Appendix F

April 18, 1988

Dear Colleague:

We are writing in regard to a questionnaire that was sent to you March 15, 1988. In compiling information related to this study, we have found that we have not received a completed questionnaire from you.

We realize that the survey instrument may have been lost in the mail or misplaced, so as a follow-up, we are sending you a copy of the initial cover letter and questionnaire. As indicated in the cover letter, your response is critical to the study because of the small sample size.

Thank you for your help. Please return the questionnaire within ten working days.

Sincerely,

Larry Janes
Professor

Marilyn Rokei
Principal Researcher